A3865-2F 3/91

A PUBLICATION OF
THE CHILD CARE EMPLOYEE PROJECT

WINTER 1990/91 VOLUME 9 NUMBER 3

CHILD CARE EMPLOYEE NEWS

Since our inception over a decade ago, CCEP has been committed to a three-pronged strategy to improve the compensation and working conditions of those who care for young children. We have understood that the change we seek requires: 1) public awareness of and demand for a skilled and stable child care work force; 2) public policies that provide adequate funds to cover the full cost of services; and 3) an empowered work force whose voice is heard at the program level and in public policy debates.

With the new federal child care legislation, a step has been taken toward the public policies the field requires, reflecting changes in public attitudes and demand in recent years. The salary enhancement provisions of this legislation (detailed in our lead article) are evidence of the growing strength of our voice. We now have the opportunity to begin the process of improving compensation and access to training in every state. But these provisions will only be maximized if we speak out. In coming issues of the NEWS we will focus on what groups of teachers and providers are doing to be heard.

In this issue we focus on how new federal policy impacts child care providers. We have also included our summary of salary surveys conducted during 1990.

NEW FEDERAL LEGISLATION: AN OPPORTUNITY TO IMPROVE COMPENSATION

Nineteen-ninety was a victorious year for child care. After years of often contentious debate, the 101st Congress established a new federal child care block grant as part of the Budget Reconciliation Act of 1991 and reauthorized Head Start at the highest funding level ever.

For advocates who have argued that improved quality requires an investment in raising salaries, the enactment of these two pieces of legislation is a real landmark. The new Child Care and Development Block Grant and the Head Start Reauthorization Act require that a portion of funding be spent to improve quality. Both contain specific language allowing quality improvement funds to be spent on increasing salaries.

We should bask in this victory. But we also must recognize that our struggle has just begun. These new federal dollars make it *possible* to implement plans at the state level for increasing salaries, but they don't *guarantee* it. Our challenge is to make it happen.

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Special thanks to:

■ Caryn Fugami, Darlene Galuzzo, Jennifer Holke, Carollee Howes, Marianne Lambelet, Leslie Phillipsen, Chris Sheehan, and Marcy Whitebook for their work on the salary surveys conducted by CCEP this year.

■ Volunteers Joella Trupin and Evie Wakefield for helping us manage our office in these busy times.

■ Mervyn's, North Shore Unitarian Universalist Society Veatch Programs, and van Loben Sels Charitable Foundation for their recent support of our work

■ CCEP support staff Marianne Lambelet and Marnie Hamilton. We already miss you!

■ CCEP Board of Directors - Judy Calder, Marie Corwin, Rory Darrah, Sara Hicks, Mary Ann Massenburg, Dora Pulido, Stella Robinson, Carol Stevenson, Jade Travers, and Alycia Young - who have provided time, money, advice, and moral support in recent months.

■ CCEP National Advisory Board Members - Helen Blank, Margaret Boyer, Vivian Cadden, Nancy DeProsse, Dana Friedman, Ellen Galinsky, Robert Granger, Carollee Howes, Joan Lombardi, Kathy Modigliani, Jim Morin, Gwen Morgan, Karen Nussbaum, Deborah Phillips, Barbara Reisman, Ruth Saxton, Patty Siegel, Nancy Travis, and Caroline Zinsser - who have also provided time, money, advice, and moral support.

■ CCEP renewing and new members who have responded to our requests for support in these tight times.

An extra special thanks to Joan Lombardi, CCEP Advisory Board Member, for her unrelenting efforts to insure that salary enhancement for child care staff is included in federal policy. Joan is shown here with Senator Ted Kennedy at the NAEYC rally on Capitol Hill celebrating the passage of new federal child care legislation.

INTERESTED IN CONDUCTING A SALARY SURVEY?

Salary surveys provide an excellent way to document salaries, working conditions, benefits, and turnover for child care staff. They can become the foundation for an advocacy campaign for improved compensation. Order a copy of **SALARY SURVEYS: How to Conduct One in Your Community** (available for $5.00 from CCEP). This resource explains how to conduct a survey and includes a copy of CCEP's survey instrument, the **Child Care Staff Salary and Working Conditions Survey** which has been used in over fifty surveys.

For groups who use the CCEP survey instrument to collect data, we can provide assistance with sample selection, computerized data entry and analysis, and preparation of an attractive report that can be used in public education efforts. Fees are variable depending on the size of the sample and the complexity of the analysis. Contact CCEP for more information, a fee schedule, and a sample report: *Child Care Employee Project, 6536 Telegraph Ave., #A-201, Oakland, CA 94609; 415/653-9889.*

1990 Salary Survey Summary

In many communities data about salary, benefits and turnover for child care teachers has spurred the initiation of community efforts to improve compensation. For the last decade, the Child Care Employee Project has collected or assisted in the collection of much of these data and has served as a resource clearinghouse for those seeking information about the child care work force.

Following is a summary of data analyzed by CCEP for several communities during 1990. See "Survey Reports" on p. 6 for information about the full reports from these surveys as well as information about surveys conducted and analyzed by other groups this year.

SUMMARY OF REGIONAL SURVEYS

CCEP completed surveys in conjunction with agencies in six communities during 1990. The chart below describes the number of centers surveyed, the number of teachers represented by the findings, and the organizations that conducted these surveys.

While all the surveys discussed here used the CCEP Survey Instrument, different sampling strategies were employed in each locale reflecting the particular concerns and characteristics of each community. Thus, comparisons between the surveys cannot be made directly.

Locale/Agency	No. of Centers	No. of Staff
Columbus, Ohio Action for Children	228	2,765
Contra Costa County, California Contra Costa Child Care Council	60	846
Essex County, New Jersey Essex County Child Care Council	61	839
Northern Alameda County, California BANANAS Resource and Referral Agency & CCEP	71	864
St. Louis, Missouri Child Day Care Association	144	2,130
Whatcom County, Washington A.S. Coop Day Care Center Western Washington University	14	232

Demographics

Child care teaching staff represented in these surveys are primarily women in their childbearing years. Specific demographic and professional preparation information on teaching staff, as well as earnings of directors, are available in the full reports.

Salaries

The following charts summarize the **average starting hourly wages** and the **average highest hourly wages** offered in each community. In these communities, as in others across the country, low salaries characterize child care work. (In comparing wages across communities, it is important to consider regional differences in the cost of living.) Generally, these child care teachers are earning approximately half of what other comparably educated women in the civilian labor force earn. Many earn an annual income below the 1990 federal poverty guideline of $10,560 for a family of three.

In the surveys where differences in salaries by program characteristics reached statistical significance, certain patterns emerged. Programs accredited by NAEYC or seeking accreditation tended to offer better wages and benefits. Centers requiring stricter educational and experience standards than required by licensing also tended to pay higher wages.

Chart 1: Salaries for Six Regional/City Surveys

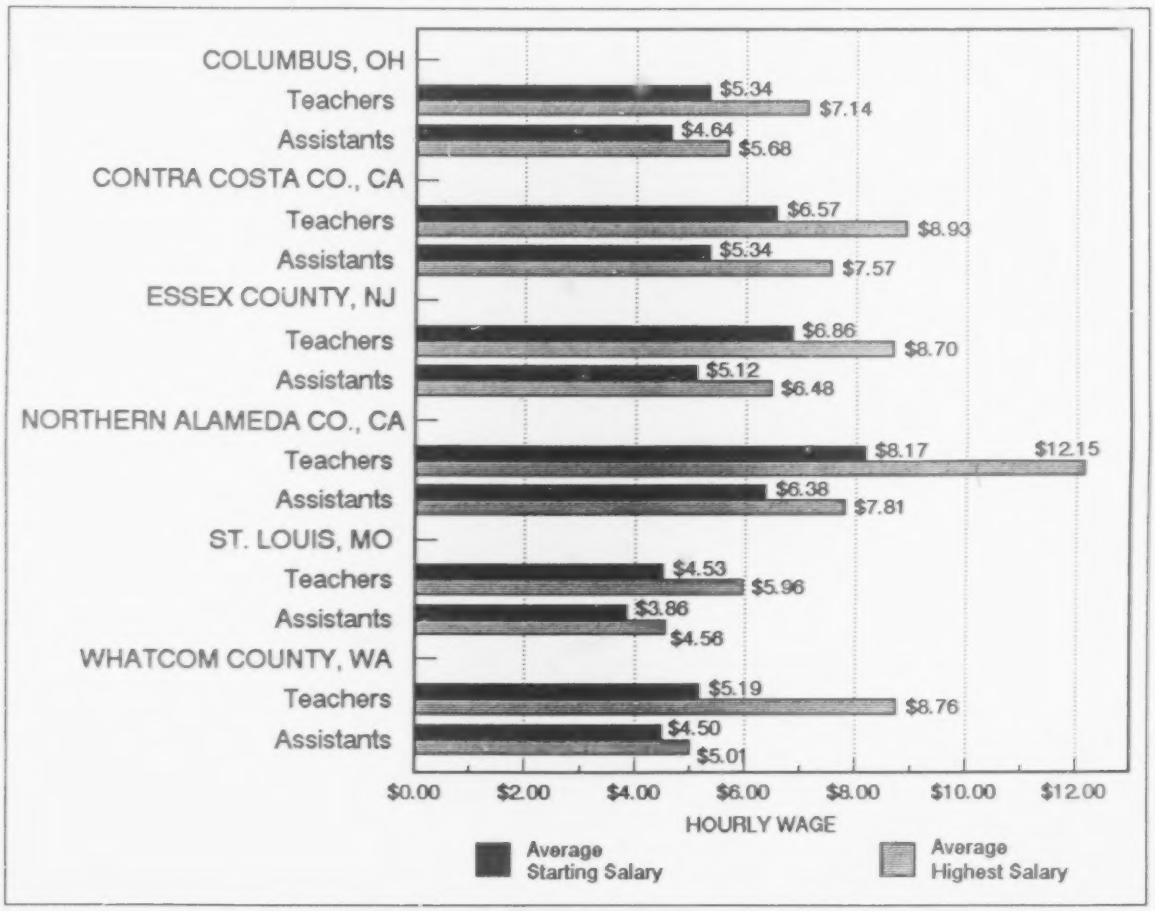
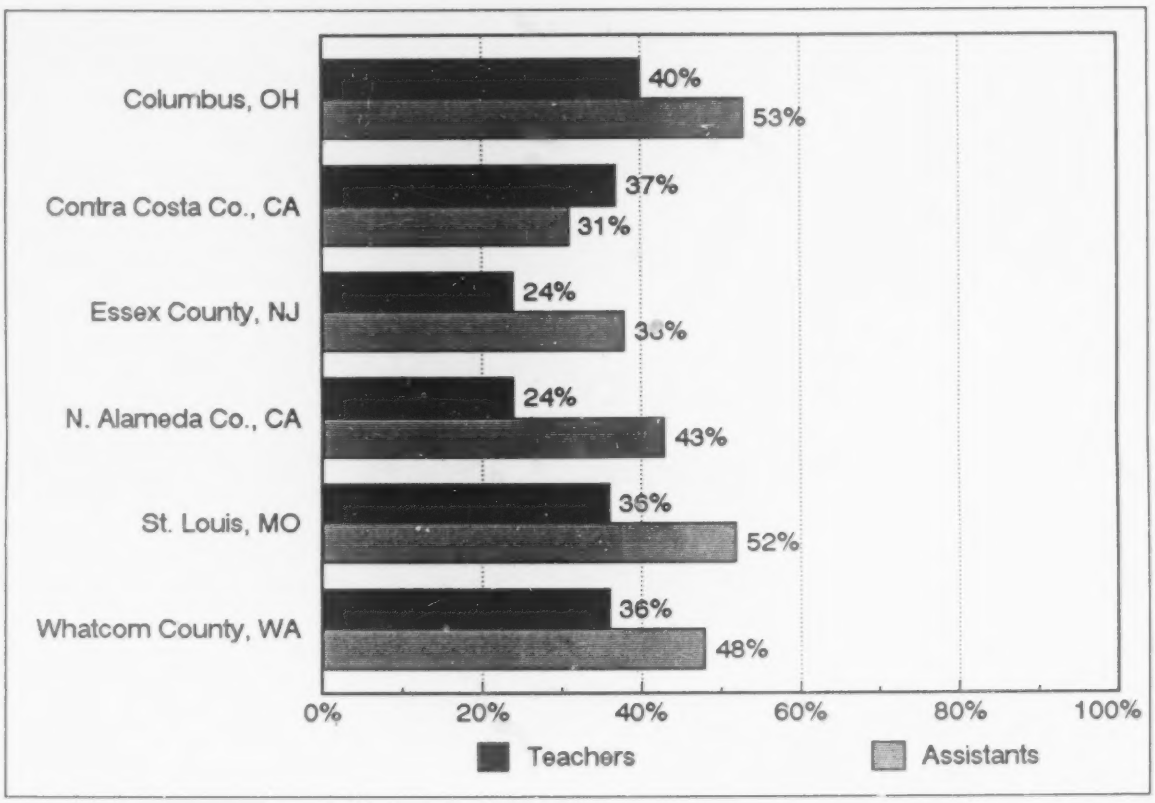


Chart 2: Annual Turnover Rates for Six Regional/City Surveys



Benefits and Working Conditions

Considerable variation exists between communities with respect to providing health coverage for child care teachers. While almost two-thirds of teachers in Northern Alameda County received paid coverage, only a third or less of teaching staff in Columbus or St. Louis received these benefits. A complete listing of benefits and working conditions in each community is available in the full reports.

Turnover

High turnover leads to unstable environments for children and fuels shortages of trained teachers, undermining the quality of care children receive. As shown in the following chart, all the communities surveyed are troubled by high turnover, particularly among teaching assistants.

Within these communities, centers paying the lowest wages tended to have the highest turnover. This relationship cannot be compared across communities, however, because of differences in the cost of living. The most common staffing problem reported in these surveys was the difficultly in finding substitutes and trained staff.

Summary

Wages and working conditions in child care centers, like other work places, affect the quality of services provided. The low wages and high turnover documented in these surveys underscore the necessity for improving compensation in the field. The new federal monies described in this issue of the **Child Care Employee News** provide an opportunity for advocates in every state to make small steps toward the salary enhancement so desperately needed for teachers, children and their families. ■

Survey Reports

For information about the 1990 salary surveys conducted in collaboration with CCEP, contact those listed below. Surveys are also available through the CCEP office. (Send $1.00 for each survey to cover reproduction, postage and handling to CCEP, 6536 Telegraph Avenue, #A-201, Oakland, CA 94609).

SURVEYS CONDUCTED BY THE CHILD CARE EMPLOYEE PROJECT

■ **Contra Costa County, California**, 1990: Rhonda Garcia, Contra Costa Children's Council, 3020 Grant Street, Concord, CA 94520 (415) 676-5442.

■ **Columbus, Ohio,** 1990: Susan Jakob, Action for Children, 92 Jefferson Avenue, Columbus, OH 43215 (614) 244-0222.

■ **Essex County, New Jersey**, 1990: Barbara Federoff, Essex County Child Care Coalition, 56 Grove Avenue, Verona, NJ 07044 (201) 857-5171.

■ **Northern Alameda County, California,** 1990: Marcy Whitebook, Child Care Employee Project.

■ **St. Louis, Missouri** and Surrounding Areas, 1990: Cece Luecking, Child Day Care Association, 915 Olive Street, Suite 913, St. Louis, MO 63101 (314) 241-3161.

■ **Whatcom County, Washington** 1990: Larry MacMillan, A.S. Coop Day Care Center, Western Washington University, Bellingham, WA 98225 (206) 676-3021.

SURVEYS CONDUCTED BY AGENCIES OTHER THAN CCEP

National Surveys

■ **The National Head Start Association,** 1990: The survey represents 34% of the 1,868 Head Start programs in the country. The study found that Head Start teachers are paid only 61% of the beginning salaries of their public school counterparts. For more information contact: NHSA, 1220 King Street, Suite 200, Alexandria, VA 22314 (703) 739-0875.

■ **The Manitoba Child Care Association,** 1990: The Salaries and Professional Standards Committee is completing a survey mailed to close to 500 centers in the province. The report will be published in early 1991. Contact: Dorothy Dudek, Manitoba Child Care Association, 364 McGregro St., Winnipeg, Manitoba, R2W 4X3.

Statewide Surveys

■ **IDAHO:** Child Care in Idaho: Are We Caring for the Caregivers? reports on a statewide survey of family day care homes and centers in 1989. The report was released in Spring 1990 and was conducted by Treasure Valley AEYC. Contact: Carole Kleine, 8679 Autin, Boise, ID 83714 (208) 376-2352.

■ **MARYLAND:** The Maryland Committee for Children conducted a statewide survey of a random sample of family day care providers and center programs during 1990. Contact: Ann Feldman, Maryland Committee for Children, 608 Water Street, Baltimore, MD 21202 (301) 752-7588.

■ **MONTANA:** A Compensation Action Grant from NAEYC supported a statewide survey of centers in 1990. The report will be available in early 1991. Contact: Carrie Leu, Early Childhood Project, Montana State University, Bozeman, MT 59717 (406) 994-4746.

■ **NORTH CAROLINA:** Day Care Services Association, Child Care Resources, Inc. and the Frank Porter Graham Child Development Center jointly conducted a statewide survey of a random sample of ten percent of the centers in the state. Also surveyed were all centers in the two largest counties, Orange and Mecklinburg. Teachers' and directors' responses were included. The report is available for $5.00. Contact: Sue Russell, Day Care Services Association, P. O. Box 901, Chapel Hill, NC 27514 (919) 967-3272.

■ **NORTH DAKOTA:** The AEYC affiliate and the University of North Dakota Bureau of Educational Services and Research conducted a statewide survey of center-based programs in 1990. The report will be available in early 1991. Contact: Sara F. Hanhan, 1120 Cottonwood, Grand Forks, North Dakota, 58201 (701) 777-3661.

■ **WASHINGTON**: The State Department of Community Development conducted a statewide survey of all Head Start programs' salaries, facilities and transportation needs in the state during 1990. Report to be released in Spring, 1991. Contact: Jennifer Priddy, State Department of Community Development, 9th and Colombia Building, GH-51, Olympia, WA 98504 (206) 586-1557.

Regional Surveys

■ **WESTERN NORTH CAROLINA:** Approximately 200 teachers and assistants were interviewed about their wages and working conditions at a regional conference. Contact: Camille Hawks, Buncombe County Child Development, 50 S. French Broad Avenue, Asheville, N.C. 22801 (704) 255-5726.

■ **HALIFAX, PENNSLVANIA:** Twenty-five local centers were surveyed in 1990. Contact: dee Vogt, 410 4th Street, New Cumberland, PA 17070 (717) 938-6700.

■ **PALM BEACH COUNTY, FLORIDA:** A Compensation Action Grant from NAEYC supported a survey of this community. Send a self-addressed stamped envelope for a copy of the report. Contact: Debbie Rasso, Child Care Resource and Referral, 551 S.E. 8th Street, Suite 500, Del Rey Beach, FL 33483 (407) 832-0844

■ **PALO ALTO, CALIFORNIA:** The Child Care Provider Survey, conducted in late 1989 and released in Spring 1990 by the city, summarizes information about fees, supply of services, accreditation, turnover and salaries. Contact: David Martin, Child Care Coordinator, 3390 Ventura Court, P.O. Box 10250 Palo Alto, CA 94303 (415)493-4650.

■ **MADERA, MERCED AND STANISLAUS COUNTIES, CALIFORNIA:** All family day care homes and centers including migrant programs in these three counties were surveyed in 1990. The report will be available in early 1991. Contact: Linda Butterfied or Harold DeArmond, Stanislaus County Department of Education, 801 County Center, Three Court, Modesto, CA 95355 (209) 525-5049.

■ **FRANKLIN COUNTY, MASSACHUSETTS:** In this survey, child care teachers' wages are compared to those of other occupations. The study notes that child care teachers are eligible for child care subsidies provided to low-income parents. For more information, contact: Carol Sartz, Resource Developer, Child Care Focus, P.O. Box 7, 56 Vernon Street, Northampton, MA 01060 (413) 586-4317.

■

NEW FEDERAL LEGISLATION

(continued from page 1)

CHILD CARE AND DEVELOPMENT BLOCK GRANT

The new block grant for child care provides states with federal funds to address the issues of affordability, accessibility, and quality. The legislation authorizes $750 million for the block grant in FY 1991, $825 million in FY 1992, $925 million in FY 1993, and necessary sums for FY 1994 and 1995. The amount of funding each state receives will be based on a formula that takes into account the number of children younger than age five, the number of children receiving free and reduced price school lunch, and state per capita income.

In the coming year, each state must develop a plan for how it will spend the new federal child care block grant. States must determine how they will administer and coordinate their child care program, how they will spend funds, and develop standards for providers receiving these funds. The legislation provides states with considerable flexibility, but defines two broad categories for funding. Each of these categories offers a potential avenue for a state salary enhancement plan:

- 75% of the funds must be used to help families pay for child care, or for activities to increase the supply or improve the quality of child care. There is no requirement about how funds should be apportioned between direct services and quality and supply building activities. *A portion of these funds could be used to raise reimbursement rates for publicly funded child care programs so that salaries could be increased.*

- 25% of the funds are reserved for quality improvements, early childhood education programs, and latchkey programs. No less than 20% of this 25% reserved portion (or 5% of total funds) must be used for quality improvement activities including: **improvement of salaries for child care staff,** training and technical assistance in areas appropriate to the provision of child care services, resource & referral programs, grants or loans to assist providers in meeting state and local standards, and activities to improve enforcement of state licensing requirements. *Funds from this 5% could be utilized to establish a specific salary enhancement program in any state.*

The bill also requires that states prepare an annual report beginning in 1992 on child care that includes information on the number of children in care, participating providers, actions to improve quality and availability, and "salaries and other compensation paid to full and part time staff who provide child care services." For many advocates this will be the first time they have had state salary data.

HEAD START REAUTHORIZATION

Under the Human Services Reauthorization Act of 1990, Head Start funding was authorized at $2.286 billion for FY 1991 increasing to $7.6 billion in FY 1994. The actual appropriation for FY 1991 was $1.952 billion.

The act requires that in the first year 10% of total funds ($195 million in FY 1991) be set aside for quality improvements and that **half of the set-aside be designated for improving staff compensation.** In subsequent years, 25% of funding above the current level (adjusted for inflation) is to be set aside for quality improvements.

The Reauthorization Act also includes provisions relevant to training and teacher qualifications:

- It requires that 2% of total funding be used for training and technical assistance.

• It authorizes $3 million (although the appropriation was only $1.4 million) for Child Development Associate (CDA) scholarship assistance and raises income eligibility for a scholarship.

• It requires that every Head Start classroom have at least one teacher with a CDA or other appropriate early childhood credential by 1994.

• It requires that a comprehensive report be submitted to Congress which includes the impact of expending funds on staff qualifications, staff wages, and staff turnover in Head Start agencies.

Photo: Onondaga County Child Care Council, Inc.

THE CHALLENGE FOR IMPROVED COMPENSATION

The federal government will soon release more detailed regulations governing the expenditure of the new child care funds. As we await this information, including which federal agency will administer the programs, we are grappling with questions from advocates about how states can actually use the funds to improve compensation. In the coming months, the Child Care Employee Project will provide detailed information about options for salary enhancement and salary data collection to advocates, policy makers, and state agencies administering the program. To begin our discussions about salary enhancement we can look to the experience of those states (at least eight) which have already taken some action to increase salaries. The following is an overview of these initiatives (*for a fuller discussion of legislative strategies for salary enhancement, see CCEP's new publication* ***From The Floor: Raising Child Care Salaries***):

Raising Reimbursement Rates

Some states, through legislation or the budget process, have increased their reimbursement rates for child care programs and targeted the increases specifically to staff salaries.

Beginning in 1986 in **Massachusetts**, the Governor's budget included salary enhancement money which was distributed through rate increases to providers serving subsidized families. The state established recommended salary ranges and allocated more than $15 million over a three year period. In the first two years, average salaries for teaching staff in centers increased by 32%, and in three years, family day care provider daily rates increased by 41%.

In 1987, **Minnesota** passed a bill that tied the reimbursement rate to salaries by allowing providers to be reimbursed at a rate higher than 110% of the median rate for child care in their county if they paid staff salaries more than 110% of average salaries in their county. More recently, Minnesota provided for NAEYC accredited centers to receive higher reimbursement rates.

In 1989, **Pennsylvania** earmarked $2 million to increase salaries for staff in centers serving Title XX subsidized families. These funds were used to increase reimbursement rates by 2.6% for providers who could show they were using the additional funds for salary increases.

Quality Improvement Funds

In 1981, **Alaska** established a "Quality Enhancement Grant Program" which provides grants of $25 a month per child enrolled in programs (including family child care) willing to serve subsidized families. While funds from this grant program can be used in a variety of areas including new equipment, staff training, and parent education, most of the money has been used to increase salaries.

Photo: Onondaga County Child Care Council, Inc.

Salary Enhancement Grants

Salary enhancement grants are similar to quality improvement funds, but are targeted specifically for salaries and benefits. **New York's** legislature passed the Child Care Salary and Benefits Enhancement Bill in 1988 providing $12 million for increasing staff salaries and benefits in non-profit child care centers and Head Start programs. Each county distributed the funds based on a formula: 40% went to programs willing to serve subsidized families, 40% went to programs serving families at or below 200% of poverty level, and 20% was distributed at the discretion of the county.

Although not a specific salary enhancement grant program, **Maine** allocated approximately $800,000 in increases to state-contracted providers between 1987 and 1989 which did not affect the reimbursement rate and allowed salary increases of 15% for child care staff in contracted programs. Salary enhancement grants have also been used in counties and cities. For example Fairfax County, Virginia, established a Quality Assurance Plan in 1987 which provided a $2,000 bonus to full-time head teachers with bachelor's degrees in early childhood education. Toronto, Ontario, set up a Day Care Grant Program in 1983 providing grants to non-profit centers to raise salaries and benefits without increasing parent fees.

Head Start Staff Compensation

At least three states have provided salary enhancement funds directly for Head Start programs -- **New York** and **Massachusetts** as part of a larger salary enhancement plan, and **New Hampshire** for Head Start staff only.

Comparable Worth

Based on a comparable worth study within the state community college system, the state of **Washington** has provided approximately $1 million to increase the salaries of child care staff in community college child care programs.

Scholarship Funds and Loan Forgiveness

At least four states have developed scholarship funds or loan forgiveness programs for early childhood staff. **Maryland** and **Virginia** have recently passed legislation allowing all or some of a student loan to be forgiven when a graduate of a teacher preparation program commits to teaching in a child care program. **Minnesota** has made funds available to pay half the cost of NAEYC accreditation for a center or of a CDA credential for a family child care provider. **Maine** set up a $30,000 scholarship fund to provide education and training grants to teachers and providers who are already in

the profession and are working on a college degree in early childhood education or a related field. In 1990, a child development teacher loan assumption bill was passed by the state legislature and vetoed by the Governor. It will be reintroduced in 1991.

Salary enhancement is a relatively new effort. We anticipate that many states will build on these experiences with new creative models. For example, advocates in California and Illinois are already experimenting with salary enhancement plans that combine several of the strategies detailed above. (Let us know of ideas generated in your community so we can share them with others!) While the available federal funds are not sufficient to solve the staffing crisis in child care, they do provide an opportunity to move toward improving quality by increasing wages and access to training. A first step is making sure all involved - advocates, policy makers, and state agencies - know that something can be started, even with limited funds.

THE LESSONS OF SALARY ENHANCEMENT LEGISLATION

As we contemplate options for state level salary initiatives utilizing funds from the new Child Care and Development Block Grant, there is much to be gained from the experience of those who have had success with these issues. At the NAEYC conference in November, Louise Stoney from the New York State Child Care Coordinating Council, presented a workshop on the experience of developing and advocating for salary legislation in her state. She summarized the New York experience with the following seven lessons:

1. The search for solutions to the problem of low salaries can be a uniting issue.

2. The problem of low salaries should be redefined so that it is viewed as a key issue in expanding supply.

3. Legislators can be involved in crafting solutions and this can help gain their commitment to support staff issues.

4. The solutions should be pragmatic and effective so everyone can buy into the program, particularly those who will administer the funds.

5. Staff, directors, and boards must be empowered to know how to use salary enhancement money when it comes.

6. Legislation is only one part of the overall solution to the problem of low salaries.

7. The problem of low salaries will require a long term commitment to solve.

Child care programs across the country are experiencing the impact of low salaries on the quality of their services. The new federal legislation offers funding that enables us to take some concrete steps and initiate solutions to the problem in a manner that reflects the needs of the child care delivery system in each state. Salaries *can* be a uniting issue, but a solution will require vigilance and active participation on the part of advocates. ■

BAY AREA TEACHERS!!

Come to CCEP's monthly meetings for teachers. Join us to discuss what we can do to insure that California's plan for the Child Care and Development Block Grant includes provisions to improve salaries.

Dates: Jan. 22, Feb. 26, Mar. 26, 1991
Time: 7:00 - 9:00 p.m.
Where: BANANAS
6501 Telegraph Ave., Oakland

■ **Child Care Employee Project**
6536 Telegraph Avenue, Suite A-201, Oakland, CA 94609

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$100/year - Sustaining Membership ($90 for child care workers)
$35/year - Organization/Center Membership (includes 2 copies of each issue of CCEP News)

Name

Organization/center

Address

City/state/zip

The Child Care Employee Project (CCEP) is a resource and advocacy organization dedicated to improving child care quality through better wages and working conditions for child care staff. For more information, please call (415) 653-9889 or write: CCEP, 6536 Telegraph Ave., Suite A-201, Oakland, CA 94609-1114.

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SPECIAL THANKS TO:

Millie Almy
Linda Gordon
Ida Bucher
Bob Granger
Barbara Reisman
Louise Stoney
Dan Bellm
Jim Morin
Carollee Howes
Deborah Phillips
Ellen Galinsky
Patty Hnatiuk
Joyce Long
Bob French
Bea Gold
Ken Jaffee
4C's of Sonoma County
John Bancroft
Margie Carter
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Vivian Weinstein
Marcy Whitebook
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Jackie Olafson
Rose and Ralph Weilerstein
New Day Preschool & Learning Center
Work/Family Directions
Mary Ellen Savarese